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REPORT OF THE GOLDEN GATE AUTHORITY COMMISSION  
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FINAL REPORT ON THE FEASIBILITY OF A REGIONAL AGENCY TO  
COORDINATE TRANSPORTATION FACILITIES SERVING THE PEOPLE OF  
A NINE-COUNTY METROPOLITAN REGION WITH  
RECOMMENDATIONS FOR A

Golden Gate  
Transportation  
Commission

*for the*

San Francisco  
Bay Area

*Submitted to the California State Legislature on February 1, 1961*

# Golden Gate Authority Commission

## *Members of the Commission*

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Leo H. Strauss, <i>Vice-Chairman</i> .....	San Rafael
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Leo J. Ryan .....	South San Francisco
Cecil A. Whitebone .....	Atherton

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# GOLDEN GATE AUTHORITY COMMISSION

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January 31, 1961

THOMAS M. CARLSON  
Chairman

LEO H. STRAUSS  
Vice-Chairman

SAM B. EUBANKS  
Secretary and  
Treasurer

ROBERT B. BRADFORD

JOSEPH L. EICHLER

EDGAR F. KAISER

WILLIAM M. MALONE

•  
DON E. DeLONE  
Executive Director

## Honorable Members of the Legislature of the State of California:

As charged by Chapter 1714, Statutes of 1959, this Commission submits its final report on the advisability of operating bridge, harbor, airport, and other transportation facilities in the San Francisco Bay Area under a unitary agency.

In pursuing its study the Commission held public hearings throughout the Bay Area; received comprehensive recommendations from its regional Advisory Council; and carried out extensive financial and organizational analyses of the region's transportation facilities through technical consultants.

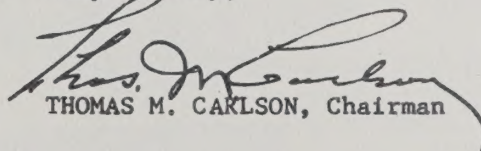
Advisory Council recommendations and summaries of all hearings are set forth herein. Also included is the letter of transmittal in which Ernst & Ernst, the Commission's consultants, summarize their findings and recommendations.

Because of their volume, the consultants' detailed findings have been published in a separate document appended to this report.

In adopting its own findings, this Commission concluded unanimously that the expansion and economic potential of the San Francisco Bay Area requires establishment of a central agency to coordinate and develop the transportation facilities needed by the region.

Commission recommendations for creation of a Golden Gate Transportation Commission are documented in this report. We are hopeful they prove of value to the Legislature in deliberating how best to assist the metropolitan Bay Area in developing an efficient, balanced transportation complex to serve its population and support its prodigious growth.

Respectfully,



THOMAS M. CARLSON, Chairman

## MEMBERS OF THE ADVISORY COUNCIL TO THE COMMISSION

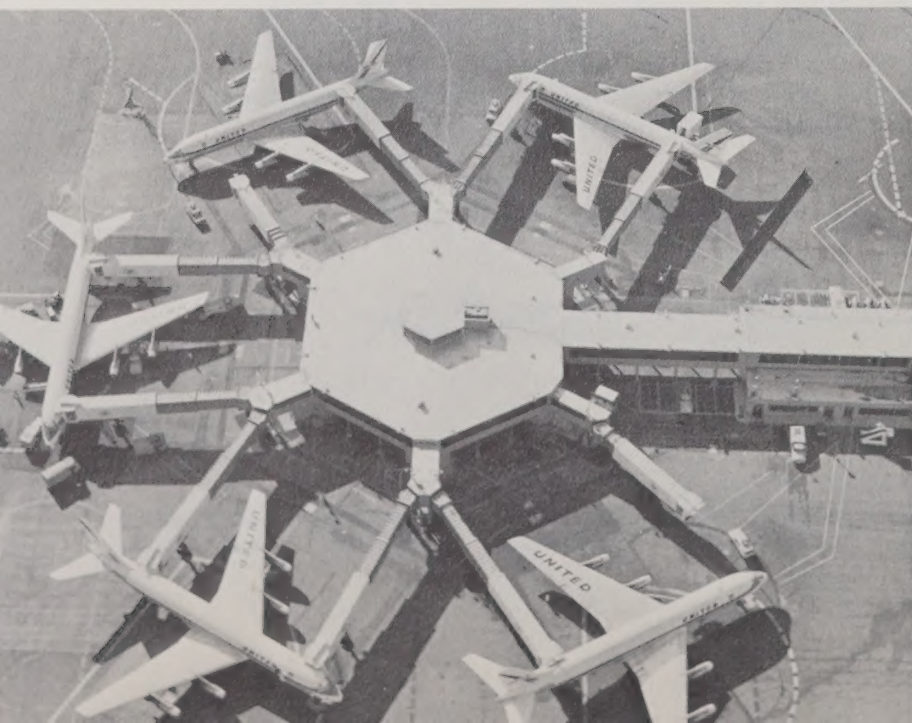
Robert T. Nohas, Chairman	Joseph Martin, Jr., Vice-Chairman	Fred F. Enemark, Secretary	Francis J. Carr	Francis Dunn, Jr.	James P. Kenny	Lawrence Livingston, Jr.
Edward J. Lupien	Jack D. Maltester	Alexander J. McMahon	Leland S. Murphy	James H. Pollard	Leo J. Ryan	Cecil A. Whitebowe



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**Jetliners cluster at San Francisco International Airport.**



**Ship works cargo at a pier directly under the Bay Bridge.**







**More than 37 million vehicles passed over San Francisco-Oakland Bay Bridge in 1960.**

## Scope of the Study

### *Legislature's Charge*

The Golden Gate Authority Commission was created by the State Legislature in the 1959 Regular Session with a charge set forth as follows in Chapter 1714, Statutes of 1959:

"The commission shall study and investigate port, harbor, airport, bridge, and other metropolitan transportation facilities in the San Francisco Bay Area and harbor facilities outside the San Francisco Bay Area but having a direct effect on trade and commerce in the San Francisco Bay



Area, and the advisability of operating any or all such facilities under a single agency.

The Commission shall submit its final report to the Legislature within 30 days after the commencement of the 1961 Regular Session."

### *1959 Authority Proposal*

The Commission and its assignment grew out of a two-year survey by the Senate Interim Committee on Bay Area Problems of the feasibility of establishing a regional authority to manage the San Francisco Bay Area's public toll bridges, airports, and seaports.

The Committee summed up its recommendations to the 1959 Regular Session in this statement:

"Transportation is a central problem in any metropolitan area, but it is particularly urgent in the Bay Area. However much San Francisco Bay has been a blessing, it has posed grave problems in planning, financing and coordinating bridges, airports and seaports along its shores. The Committee therefore has directed its attention to these problems and has proposed a Golden Gate Authority . . . ."

On the strength of the Interim Committee's findings, Senate Bill 576 was introduced by State Senators John F. McCarthy, Richard Dolwig, George E. Miller, Jr., Alan Short, and John F. Thompson.

The bill called for transfer to the Golden Gate Authority of the state-owned toll bridges spanning San Francisco Bay (San Francisco-Oakland Bay Bridge, Richmond-San Rafael Bridge, Carquinez Bridge, San Mateo-Hayward Bridge, and Dumbarton Bridge); and for the eventual transfer—by negotiation in each case—of the Golden Gate Bridge; Port of Oakland, Port of San Francisco, Port of Richmond, and Port of Redwood City; San Francisco International Airport, Metropolitan Oakland International Airport, and San Jose Municipal Airport.

It became apparent in Legislative hearings on the bill that the scope, composition, and powers of the proposed authority required further study and definition, in order to resolve questions raised by local governments and agencies operating bridge, airport and seaport facilities in the Bay Area.

### *Commission Established*

Senate Bill 576 was amended to establish the seven-member Golden Gate Authority Commission with an

appropriation of \$250,000 from the Motor Vehicle Transportation Tax Fund to finance its Bay Area study.

Six Commission members are appointed by the Governor, and by terms of the Act are residents of the Bay Area. The Director of Public Works is the statutory seventh member. Commissioners serve without pay.

Assisting the Commission is a 14-member Advisory Council appointed by the Governor. Its members represent city and county governments, the Golden Gate Bridge and Highway District, and labor and business interests in the San Francisco Bay Area.

### *Studies and Public Hearings*

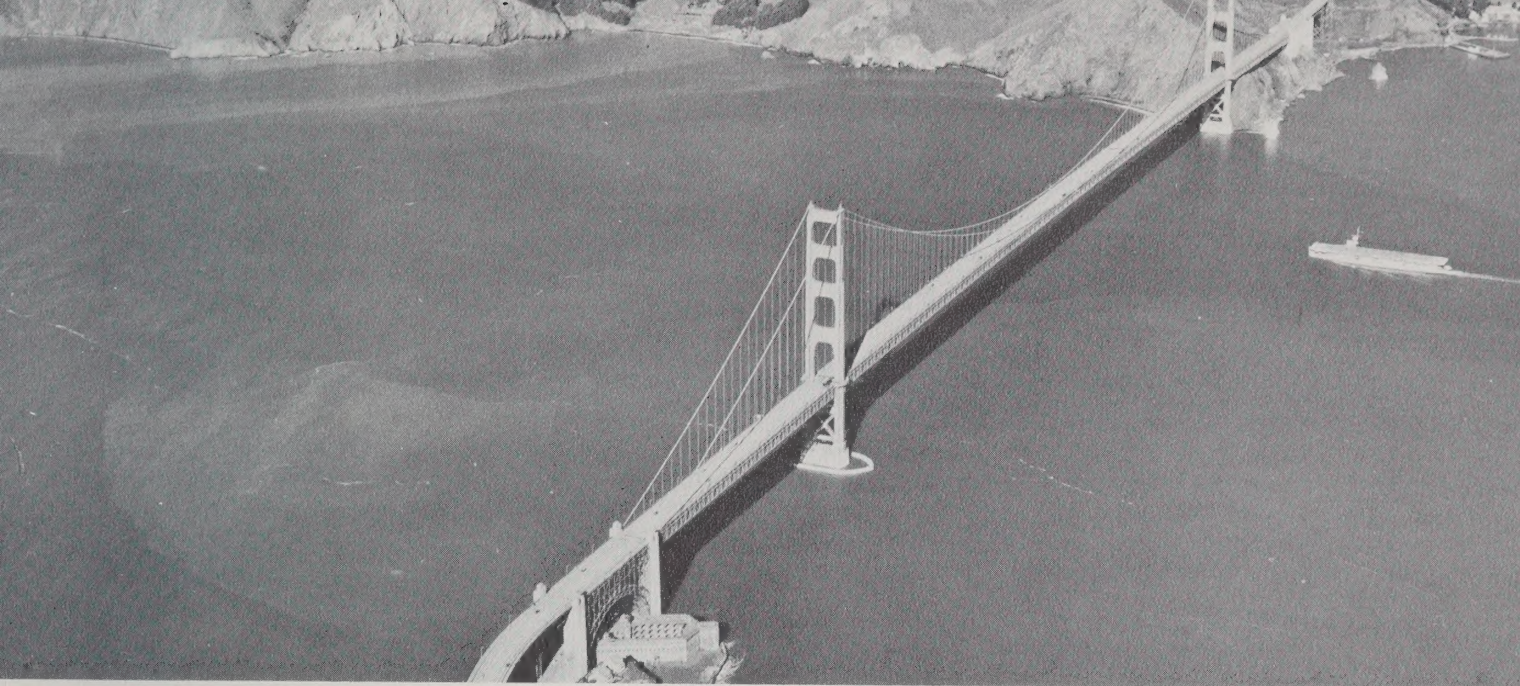
The Commission directed its study at these basic aspects of regional transportation in the metropolitan Bay Area:

- (a) Public recognition of the need for coordinated development of regional facilities such as toll bridges, airports, and seaports.
- (b) Feasibility of centralizing the management of such facilities under a single agency, and the soundest means of effecting it.
- (c) Desirability of including other related facilities and services, such as rapid transit, within the scope of a regional agency.
- (d) Basis on which a regional agency's governing board should be constituted, and the most feasible method of appointing board members.
- (e) Relationships which should be established between a regional transportation agency and other governmental jurisdictions in the Bay Area.

Inquiry into these subjects took three courses—(1) extensive public hearings throughout the Bay Area on all aspects of the region's transportation problems; (2) independent study and recommendations by the Advisory Council; (3) analysis by technical consultants of the financial, organizational, and operational feasibility of coordinating the region's publicly-owned air and sea terminals and toll bridges under a unitary management.

The salient findings drawn from the Commission's threefold investigation are a part of this report. They form the basis of the determinations unanimously arrived at by the members of the Commission. These conclusions and recommendations are set forth on the following pages.





The Golden Gate Bridge was built in 1937 to span the entrance of San Francisco Bay.

## Conclusions

Fundamental to this Commission's consideration of regional transportation problems is the fact that the nine-county San Francisco Bay Area is undergoing a dynamic growth.

The region is adding 7,900 residents a month. Its total population of 3.7 million, which has doubled since 1940, will double again to 7.4 million by 1990. It will grow to 14.5 million within the next six decades.

This population surge and the physical expansion of the area's urban centers is rapidly consolidating the communities around San Francisco Bay into a single metropolitan region.

The Bay Area's ability to absorb this growth and maintain its economic health depends directly on how efficiently its transportation facilities allow people and goods to move into, out of, and through the entire region.

The extent and rapidity of the Bay Area's intensive growth is placing increasingly heavy demands on its key regional transportation facilities—bay crossings, airports, and seaports.

Under present conditions, however, any general development of these basic regional facilities is subject to the uncorrelated plans and varying financial capacities of the scattered local, district, and State entities now operating them.

While each of these bodies may not be inefficient within its limited sphere, the resulting lack of coordination among them is costly to the Bay Area at large.

The people of the region are forced to depend largely on unrelated local developments in lieu of a total regional program that is designed to meet their total transportation needs.

Some communities have had to shoulder heavy indebtedness and tax outlays to develop local transportation facilities which actually are regional in function—and they now face even heavier commitments for necessary expansion and modernization.

These dilemmas emphasize the need for a comprehensive Bay Area transportation program which can be carried out by an agency equipped with the required regional flexibility and financial capacity.



The weight of evidence produced by this Commission's studies and public hearings leads us to the unanimous conclusion that the people of the San Francisco Bay Area are entitled to, and should be served by, an area-wide agency with comprehensive responsibility for the regional transportation facilities of the nine-county metropolitan region.

This regional agency should have assigned to it all management, development, and financing functions for the publicly-owned bridges, seaports, and airports serving the nine-county area. It should encompass regional mass transit when such a system is established.

(Highways and freeways are omitted from consideration here, since their planning and construction must remain a State function under existing laws and conditions.)

The regional agency should be committed to carry out its functions within the framework of regional planning and policy determinations.

It should be constituted so that it can easily be phased into any broader multi-purpose agency or governmental body which may develop later in the Bay Area. This means that it must be representative of, and accountable to, the communities of the metropolitan Bay Area.

A regional agency with power to coordinate the Bay Area's bridges, airports, seaports, and related fa-

cilities will produce substantial public advantages which appear to be unattainable through any present alternatives. It will:

(1) Allow effective regional action to meet the area's mounting transportation needs before they reach crisis proportions.

(2) Concentrate responsibility for regional facilities in a regional body responsive to the total metropolitan complex it serves.

(3) Relieve individual communities of the financial strain of providing regional facilities whose development should be a common regional concern.

(4) Give the Bay Area a non-tax-consuming financial capacity for new transportation developments that will be considerably broader than any now existing.

(5) Provide a vehicle through which the region can attack and correct San Francisco Bay's deficiencies in flood and salt water control, pollution, tideland reclamation, and shipping use.

The members of this Commission are unanimous in recommending legislative action to establish such a regional agency. We are convinced it is the most feasible and adaptable public instrumentality attainable today to solve regional transportation problems in the Bay Area.

**Parking is a key factor  
in today's airport planning.**





# Commission Recommendations

## *Name and Scope*

The State Legislature should establish a Golden Gate Transportation Commission with powers to acquire, manage, plan, construct, maintain, and extend public toll bridge, airport, and seaport facilities, and to undertake related regional transportation services, within the geographical boundaries of the San Francisco Bay Area.

## *Geographical Jurisdiction*

1. The Golden Gate Transportation Commission initially should embrace the counties of Alameda, Contra Costa, Marin, San Francisco, San Mateo, and Solano.

2. The counties of Santa Clara, Sonoma, and Napa should be included upon petition of the Board of Supervisors.

3. Any city within the counties of Santa Clara, Sonoma, and Napa which is the site of a regional transportation facility and which has a population of 40,000 or more should be included on petition of the municipality's City Council.

4. The port areas of Stockton and Sacramento-Yolo should be included on the petition of their appropriate governing bodies.

## *Basis of Representation and Appointment*

The Commission's governing board of 18 members should be constituted on the following basis of county and regional representation:

- 3 from San Francisco County (1 by Mayor and 2 by Board of Supervisors)
- 3 from Alameda County (1 by Oakland City Council, 1 by City Selection Committee, 1 by Board of Supervisors)

- 2 from San Mateo County (1 by City Selection Committee, 1 by Board of Supervisors)
- 2 from Contra Costa County (1 by City Selection Committee, 1 by Board of Supervisors)
- 1 from Marin County (by Board of Supervisors on nomination by City Selection Committee)
- 1 from Solano County (by Board of Supervisors on nomination by City Selection Committee)
- 1 representing State Department of Public Works (the Director of Public Works)
- 1 representing the Golden Gate Bridge District counties of Del Norte, Mendocino, Napa, and Sonoma—appointed by the counties in rotation for two year term. This representation ends upon the retirement of outstanding Golden Gate Bridge bonds.
- 2 at-large from the East Bay\* (appointed by the Governor)
- 2 at-large from the West Bay\*\* (appointed by the Governor)

\* Alameda, Contra Costa, and Solano counties.

\*\* Marin, San Francisco, and San Mateo counties.

## *Additional Representation*

1. Any member county or area of less than 400,000 population within the Commission's jurisdiction should have a representation of one locally appointed Commissioner.

2. Any county or area with a population between 400,000 and 800,000 (except San Francisco) should have a representation of two locally appointed commissioners. Any county or area whose population exceeds 800,000 should have a representation of not more than three locally appointed commissioners.

3. In the case of a member city or area which is part of a county subsequently included, the county's representation should supersede that of the city or area.



# Commission Recommendations *continued*

## *The Governing Board*

1. Elected public officials (supervisors, mayors, city councilmen) and members of regional governmental agencies may serve concurrently on the Commission.

2. The Governor's initial appointments should be made after all local appointments are made.

3. There should be no residence requirement for any appointed commissioner, but each at-large appointee should have his place of business or employment within the area he is designated to represent.

4. The four initial appointments by the Governor should be for terms of four years. Six of the commissioners appointed by local bodies in the Bay Area should serve initial terms of three years, and the other six should serve two years, as decided by lot at the first meeting of the Board. Subsequent terms should be four years in duration.

5. No appointed commissioner should be eligible for re-appointment after serving the equivalent of two four-year terms.

6. Provisions for compensation to members of the Commission's governing board for meetings attended should conform to those of the San Francisco Bay Area Rapid Transit District, i.e., \$50 for each meeting attended, not exceeding \$250 a month.

7. No salary should be paid, however, to any members or officers of the governing board.

8. In five to eight years' time, the State Legislature should review the Commission's composition, the basis of representation, the size of the governing board, and the method of selecting commissioners. This review should give consideration to the feasibility of an elective system or any other appointment method of selecting commissioners which the Legislature may consider desirable in light of the Commission's performance and future responsibilities.

## Powers and Duties

### *Bridges*

1. All state-owned bridges in the Bay Area (San Francisco-Oakland, San Mateo-Hayward, Dumbarton, Richmond-San Rafael, Carquinez Strait, and Benicia-Martinez) and the Golden Gate Bridge should be transferred to the Golden Gate Transportation Commission.

2. The Commission should assume all responsibility and authority for policy, planning, and management of these bridges, and should assume control of fiscal policy, revenues, reserve funds, and debts, no later than January 1, 1963.

3. Highway routes passing over the State-owned toll bridges should remain part of the State Highway System. Maintenance and operation of the bridges should be continued by the State Department of Public Works as at present, with the Department's employees remaining in the regular State system.

4. The Golden Gate Bridge should also be designated as part of the State Highway System in the same manner as the State-owned toll bridges.

5. Maintenance and operation of the Golden Gate Bridge should be transferred to the supervision of the State Department of Public Works.

6. Employees of the Golden Gate Bridge and Highway District should be placed under the supervision of the State Department of Public Works, retaining their full employment rights.

7. All surpluses of the Golden Gate Bridge District should be placed in special trust, up to the amount required for full payment of the Bridge District's outstanding bonded debt and interest. This fund should be limited to use within the boundaries of the bridge and its approaches, and to uses related to the existing span and approaches.

### *Seaports and Airports*

1. The Commission may negotiate for the acquisition of publicly-owned deep-water seaports and publicly-owned airports subject to the terms and conditions set forth by the proprietor municipality or jurisdiction.

2. The Commission shall not have the power to condemn any publicly-held land or any privately-owned deep-water marine terminal.

### *Regional Rapid Transit*

1. This Commission is convinced that the Bay Area's inter-related transportation requirements will be best served by consolidating all regional facilities and their planning under unified management.





**New runways reach out over tideland areas at Metropolitan Oakland International Airport.**

2. Control of regional facilities placed under the Golden Gate Transportation Commission should be linked with the management of any regional rapid transit system established in the area.

3. A study and recommendations as to the most feasible means of effecting such a consolidation should be a stated responsibility of the Golden Gate Transportation Commission.

4. Since financial flexibility is a salient advantage to be sought in such a consolidation, the study should define the soundest method of establishing a combined management structure that will allow transfers of certain surplus funds from one facility to another without impairing the financial stability or credit of any facility involved.

In this Commission's opinion, unitary management of Golden Gate Transportation Commission and Bay Area Rapid Transit District facilities could be achieved along the following lines:

1. Policy control would be vested in a single governing body constituted in one of three ways:

- (a) The governing board of the Golden Gate Transportation Commission supersedes the governing board of the Bay Area Rapid Transit District.
- (b) The governing board of the Bay Area Rapid Transit District supersedes the governing board of the Golden Gate Transportation Commission.
- (c) Golden Gate Transportation Commission and Bay Area Rapid Transit District boards merge into a single body whose membership represents a majority of both merging boards and maintains the principle of area and population representation.

2. The Bay Area Rapid Transit District would remain in legal existence as a taxing district for rapid transit purposes only, as at present. The Golden Gate Transportation Commission and its facilities would not assume tax powers.

3. The rapid transit system and allied Golden Gate Commission facilities would continue as separate operating divisions under the unified board.





## Commission Recommendations *continued*

4. The extent of surplus funds which could be diverted to rapid transit uses by Golden Gate Transportation Commission facilities would be regulated by provisions in the bond indentures and contracts governing Golden Gate Commission facilities.

5. These provisions would be calculated so as to maintain the reserves of each Golden Gate Transportation Commission facility at a level sufficient to meet bond coverage requirements and all other obligations.

The recommended study of this and alternative plans of consolidation and fiscal control should be carried out by the Golden Gate Transportation Commission in close cooperation with the San Francisco Bay Area Rapid Transit District.

The study should lead within a reasonable time to specific recommendations for ultimate consolidation of the Golden Gate Transportation Commission and the Bay Area Rapid Transit District.

### *Regional Planning*

1. The Golden Gate Authority Commission recommends the establishment of a regional planning agency capable of undertaking a long-range comprehensive regional plan on a continuing basis, to provide infor-

mation and guidance to the Golden Gate Transportation Commission and other agencies and jurisdictions in the Bay Area.

2. The planning officer of the Golden Gate Transportation Commission should be an ex-officio member of the regional planning agency's board.

### *Performance Appraisal*

1. The Golden Gate Transportation Commission should be subject to a performance review every four years, to give the public, the Legislature, and the Commission itself a completely objective appraisal of its progress toward its goal—a fully coordinated regional transportation complex.

2. This Commission recommends that the performance evaluations be conducted by the State Department of Finance.

3. In addition to this evaluation of the Commission's operations and effectiveness, the Commission should be required by law to undergo outside annual audit, maintain public records, and submit annual reports to the Legislature, local government, and the Bay Area public.





Piers of State-operated Port of San Francisco line the Embarcadero.



Two ships load bulk cargoes at the Port of Redwood City.

The Port of Richmond's Terminal No. 3 serves general cargo shipping.

## *Financing Provisions*

1. The Golden Gate Transportation Commission should have the power to issue only revenue bonds which are exempt from taxation.
2. The Commission should not have the power to levy taxes, except within the jurisdiction of the Golden Gate Bridge and Highway District in the event of a default of Golden Gate Bridge bonds, and then only until the expiration of Golden Gate Bridge bonded indebtedness.

## *Employment and Retirement*

Full provision should be made in legislation establishing the Commission to:

1. Protect and continue the employment and retirement rights of State Civil Service employees placed under the Commission and employees of other facilities transferred to the Commission;
2. Establish equivalent employment and retirement provisions for persons newly employed by the Commission;
3. Recognize the rights of employees who qualify for collective bargaining representation;

4. Require the Commission to recognize labor unions and enter into collective bargaining with them.

## *Staff and Administration*

The Commission should have power to employ a general manager and staff as necessary to conduct its business.

## *Advisory Council Assistance*

1. The Golden Gate Transportation Commission should have the prerogative of organizing an advisory council or committees of Bay Area citizens as needed for assistance in developing its regional programs and solving specific problems.
2. If a standing areawide advisory council is formed to assist the commission, it should represent broad public interests in the area, and should include persons with extensive experience in the fields of public administration, planning, finance, engineering, organized labor, and business.
3. The advisory group should also include representatives of existing Bay Area transportation facilities and their users.



# Discussion of Recommendations

## *Golden Gate Transportation Commission*

The broad objective in recommending establishment of a Golden Gate Transportation Commission is to create a government agency with the scope and power to coordinate the Bay Area's regional transportation services while remaining fully answerable to local government in the region.

In considering the structure of such a regional agency, this Commission took full note of growing public dissatisfaction with the autonomy and lack of

governmental restraint which characterizes many authority types of agencies.

The regional agency recommended in this report combines two technical characteristics of authorities—revenue bond financing and lack of taxing power—with local public controls and checks that set it apart from any authority type of government body.

In this Commission's judgment, the name of the Golden Gate Transportation Commission most accurately reflects its governmental structure and its public service objectives.





## *Geographical Jurisdiction*

In line with its purposes, the Golden Gate Transportation Commission should ultimately include in its jurisdiction the nine counties of the San Francisco Bay Area (Alameda, Contra Costa, Marin, San Francisco, San Mateo, Solano, Napa, Santa Clara, Sonoma).

Recommendation that the Golden Gate Transportation Commission be initiated with the first six of the above-named counties is grounded on these basic considerations:

(1) The bridge facilities and functions to be assigned to the Commission in its first stage of operations do not require a nine-county jurisdiction, since the bay crossings lie within the perimeter of Alameda, Contra Costa, Marin, San Francisco, San Mateo, and Solano counties. These six counties are contiguous and comprise more than 75 percent of the population in the entire nine-county region.

(2) The counties of Napa, Santa Clara, and Sonoma, as well as the Sacramento and Stockton port areas, have indicated a desire in the past to remain outside the jurisdiction of any regional transportation agency. It is this Commission's view, however, that these areas will look favorably upon membership as the regional Commission demonstrates the public advantages to be gained from coordinated transportation facilities.

Legislation recommended in this report therefore eases the inclusion of these areas by making provision for them to gain membership and representation in the Golden Gate Transportation Commission on their request.

In this way, a city such as San Jose, the site of a major regional airport, could join the Golden Gate Transportation Commission on petition of its City Council even though Santa Clara County may not act to join at the same time.

The same consideration would apply to the Stockton Port District and the Sacramento-Yolo Port District. Both of these port areas, while not physically integrated with the Bay Area metropolitan region, are important factors in its ocean transportation complex. As such, they have a logical place in the Golden Gate Transportation Commission.

## *Basis of Representation*

Of the 18 members of the proposed Board of Commissioners, 13 are selected by official bodies of local government. The preponderance of local appointees

is predicated on the view that the transportation affairs of the Bay Area are of more direct concern to the local communities comprising the area than they are to State government. This is particularly true of airport and seaport facilities, which, with the exception of the Port of San Francisco, are locally-owned facilities.

Of the 16 Commissioners appointed from the initial six-county jurisdiction of the Golden Gate Transportation Commission, eight will represent the west bay counties of San Francisco, San Mateo, and Marin, and eight will represent the east bay counties of Alameda, Contra Costa, and Solano. The populations of these two areas are virtually equal, as are the number and types of facilities which might ultimately be acquired by the Golden Gate Transportation Commission.

Provision for four at-large appointments by the Governor will add more balanced regional viewpoint to the Board without infringing on its home-rule concept and without destroying its geographical proportion.

Participation of the State Director of Public Works as a statutory member of the Board is calculated to effect a close liaison between the Department of Public Works, in its planning and development of highways and freeways, and the Golden Gate Transportation Commission in its operation and development of toll bridges, airports, seaports, and related facilities.

The representative of the northern four counties of the Golden Gate Bridge District is appointed to represent their share of the tax guarantee of outstanding Bridge District bonds. This representation would expire upon retirement of those bonds in 1972.

## *Additional Representation*

Locally-appointed representation is based on a ratio which proportionately parallels that of the San Francisco Bay Area Rapid Transit District. One commissioner is permitted for each 400,000 segment of population, with a limit of three local appointees from any one county.

Similar to the distribution of representation is the distribution of facilities which may ultimately come under management of the Golden Gate Transportation Commission.

Thus, among the larger counties, San Francisco has both a seaport and an airport and is the terminus of two toll bridges; Alameda has both a seaport and an airport and is the terminus of three bridges.

Contra Costa has a port and three bridge terminals; San Mateo has a port and two bridge terminals. Marin and Solano have two bridge terminals each. As these and additional counties expand in population, additional facilities may well be developed in their areas.

**Four State-run Bay Area bridges clockwise from top left: Dumbarton, Richmond-San Rafael, San Mateo-Hayward, Carquinez Strait.**



## *The Governing Board*

The clause permitting local elected officials to serve concurrently on the governing board of the Golden Gate Transportation Commission is prompted by three considerations:

(1) The presence of local elected officials on the board will effect a built-in liaison between the commission and the local governments of the area. This liaison should also facilitate negotiations on locally-owned facilities.

(2) Local officials will bring the Commission under closer scrutiny by other public agencies, so that the agency will not become an autonomous governmental authority operating independently of public checks and controls.

(3) The Commission will be an extension of local government rather than a superimposed level of authority. It will also conform to the structure of other regional agencies either existing or proposed, lending itself to a merger or federation of these governments if future public sentiment and conditions warrant such legislative action. The latter could also be accomplished if local bodies desired to appoint the same representatives to each of these regional boards, such as the San Francisco Bay Area Rapid Transit District or the San Francisco Bay Area Air Pollution Control District.

The clause allowing local officials to serve on the board is permissive rather than mandatory, since it is felt that lay members are likely to feel more freedom from local commitments and view the region more objectively than elected officials from the same locality.

The four at-large appointments by the Governor lend more of a regional outlook to the board and enable him to balance its composition with appointments covering areas of public interest which might not be represented in the local appointments.

Initial terms of commissioners are staggered to avoid too much turn-over in any one year. One third of the commissioners each will serve initial terms of two, three, and four years.

A limitation of terms has been provided to guarantee a periodic turn-over of commissioners and preclude the development of a self-perpetuating board.

There is no community residency requirement for commissioners. Many persons in the area live in one location and work in another. Local bodies should be free to select those people who, in their judgment, serve the best interests of each community or county. However, any at-large representative selected by the Governor should have his place of business or employment in the East Bay or West Bay, as set forth in the recommendations.

## *Powers and Duties*

### *Bridges*

In assuming control of State-owned toll bridges in the Bay Area, the Golden Gate Transportation Commission would consolidate within one regional organization the policy-making, planning, and fiscal control over these bridges that is now vested in two State bodies—the Legislature and the California Toll Bridge Authority.

The reasoning behind this transfer is simply that the bridges form an important part of the Bay Area's total transportation complex. The Commission could pursue certain objectives already approved by the California Toll Bridge Authority, i.e., the pooling of all bridge revenues in one central fund and ultimate consolidation of all bridge bonded debt.

Insofar as the bridges are an integral part of the State Highway System, they should remain part of that system, with operation and maintenance of the bridges to be continued by the State Department of Public Works. Thus the early phases of the Commission's activities will not be complicated by the assumption of these two functions or by transfer of State bridge employees.

The functions of the Board of Directors of the Golden Gate Bridge and Highway District would be transferred to the Golden Gate Transportation Commission, and that bridge route would become part of the State Highway System. Employees of the Bridge District would be transferred to the State Department of Public Works, and would retain their employment and retirement rights.

Consolidation of the Golden Gate Bridge with the other bridges of the area would effect immediate economies without impairing the interests of Bridge District bondholders or taxpayers.

These interests would be protected by the full credit of the Golden Gate Transportation Commission, and by freezing into special trust all existing Bridge District surplus funds and future net revenues until they have accumulated in an amount sufficient to cover payment of all outstanding bonded debt. This point should be reached in 1963, unless current funds and net revenues are depleted by further major Bridge District expenditures.

### *Seaports and Airports*

Evidence points to the growing importance of coordinating the operations, planning, financing, promotion, protection, and research of publicly-owned, deep-water seaports and publicly-owned airports in or adjacent to the Bay Area. The basic factors militating for coordination of these facilities are population



growth, the high cost of capital improvements, the inroads made by competing areas, the waste represented by duplicated facilities, and the lack of coordinated service in the region.

The Golden Gate Transportation Commission cannot unilaterally take over any of these facilities without consent of the owning jurisdiction. Such arbitrary action would be both illegal and self-defeating to an agency that is designed to inspire coordinated effort. Control of these facilities must be acquired through a negotiated agreement that is acceptable to both parties.

### *Regional Rapid Transit*

In assuming control of State-owned toll bridges, the Golden Gate Transportation Commission would carry out the existing obligation of the State of California to finance construction of a rapid transit tube between San Francisco and Oakland, following voter approval of a Bay Area Rapid Transit District bond issue.

It is logical to anticipate that the Golden Gate Transportation Commission would recognize this precedent in considering the extension of rapid transit lines across bridges or other facilities under its control.

This Commission's study brought it to the conclusion that the Bay Area's inter-related transportation requirements can be best met by the ultimate consolidation of all such regional facilities under unified policy control.

The inter-connecting factors involved in planning bay crossings, airports, deep-water terminals, rapid transit rights of way, and related facilities lend strong logic to the concept of unitary management.

A further potential advantage—one requiring definitive study—lies in the possibility of providing at least partial financial assistance to the operation of mass rapid transit from surplus reserve funds of allied facilities.

An important problem to be solved in this regard is how to establish a consolidated management structure that will allow transfers of certain funds from one facility to another without impairing the financial credit of any facility or of the managing agency.

These and other basic considerations should be subjected to study by the Golden Gate Transportation Commission and the Bay Area Rapid Transit District, as recommended in this report.

### *Regional Planning*

At present the Bay Area has neither an official, updated master plan nor any regional agency charged with comprehensive planning for the region. This is a need which should be met by appropriate legislation.

It can be assumed that a regional planning agency would draw on the technical assistance of city and

county planning departments throughout the area. The master plan which would be developed would not override the plans of the local agencies, but would serve as a guide in local planning and development.

The Golden Gate Transportation Commission, in its area-wide responsibility for transportation facilities, would have a profound interest in future planning in the area. The agency therefore should have some direct link with any regional planning body, to promote conformity between its functional transportation planning and the broader regional plan.

### *Financing Provisions*

The Golden Gate Transportation Commission will have the financial resources to operate without recourse to tax subsidies. It will not have the power of taxation except for the temporary power to levy taxes within the jurisdiction of the Golden Gate Bridge and Highway District and only until retirement of Golden Gate Bridge bonds.

The likelihood of using this limited tax power will be far more remote than under the existing Bridge and Highway District, because net revenues from all the bridges and the accumulated surplus funds of the Bridge District may be used to guarantee outstanding Golden Gate Bridge bonds.

The Golden Gate Transportation Commission will finance capital improvements by the issue of tax-exempt revenue bonds. Although future capital needs for bridge, seaport, and airport expansion will be heavy in an area of rapid growth, it is hoped that surplus funds will also be available for application to attendant transportation needs—such as rapid transit, mass transit, regional parking, seaport and airport promotion and protection, research, barrier studies, channel maintenance, and related functions.

### *Performance Appraisal*

Recent evidence from around the country indicates a reluctance by some self-supporting agencies to undertake less lucrative operations. The ultimate objective of the Golden Gate Transportation Commission is not to show a handsome fiscal profit, but rather to improve and expedite regional transportation on a coordinated basis.

A performance appraisal is recommended to encourage the achievement of these goals by the Golden Gate Transportation Commission. The appraisal should assess the financial status and the operational progress of the Commission and make public its findings. The appraisal is expected to help push the Golden Gate Transportation Commission beyond its initial phase as an agency limited to bridge management and planning.



# Basis of the Findings

Advisory Council Report  
Public Hearings  
Technical Studies

## Report of Commission's Advisory Council

November 1, 1960

*From:* Chairman, Advisory Council.

*To:* Chairman, Golden Gate Authority Commission.

*Subject:* Council recommendations on a Bay Area transportation agency.

DEAR MR. CHAIRMAN:

In accordance with the plan agreed on by the Advisory Council and the Commission, we hereby submit the conclusions and recommendations pertinent to the Commission's regional transportation study.

In Senate Bill 576, the Legislature established the Commission to "study . . . metropolitan transportation facilities in the San Francisco Bay Area and . . . the feasibility of operating any or all such facilities under a single agency."

In its formative discussions last January, the Council determined that it should maintain a posture independent of the Commission, so as to be of objective assistance to that body. In this way, it was felt, the Council's program could be complementary rather than identical with the Commission's to avoid needless overlapping.

In conducting their study assignments, members of the Advisory Council attended most of the Commission's business meetings and 12 of its 13 public hearings throughout the Bay Area. They have studied the transcripts of all Commission hearings and have taken note of the broad spectrum of views and recommendations recorded in the hearings on various aspects of merging the region's publicly-owned transportation facilities under a unitary agency.

In arriving at its conclusions the Council was guided by these fundamental questions:

1. Can positive advantages be gained from unified management of the publicly-owned transportation facilities serving the Bay Area? If so, what should be the specific objectives of such a unified management?

2. What geographical area should a regional transportation organization encompass for purposes of developing an effective and practical program?
3. What formula of representation will provide a responsive and dynamic governing board? What method of selection should be followed in designating members of that governing board?
4. What kinds of facilities and related areas of activity should such a regional agency address itself to in serving the Bay Area?

At its meeting of March 2, 1960, the Council established four committees to examine these questions. The committees are:

- Committee 1. Objectives of a regional transportation agency.  
(Supervisor J. P. Kenny, Chairman)
- Committee 2. Geographical extent of a regional agency.  
(A. J. McMahon, Chairman)
- Committee 3. Representation and method of selection.  
(Mayor J. D. Maltester, Chairman)
- Committee 4. Activities to be encompassed.  
(C. A. Whitebone, Chairman)

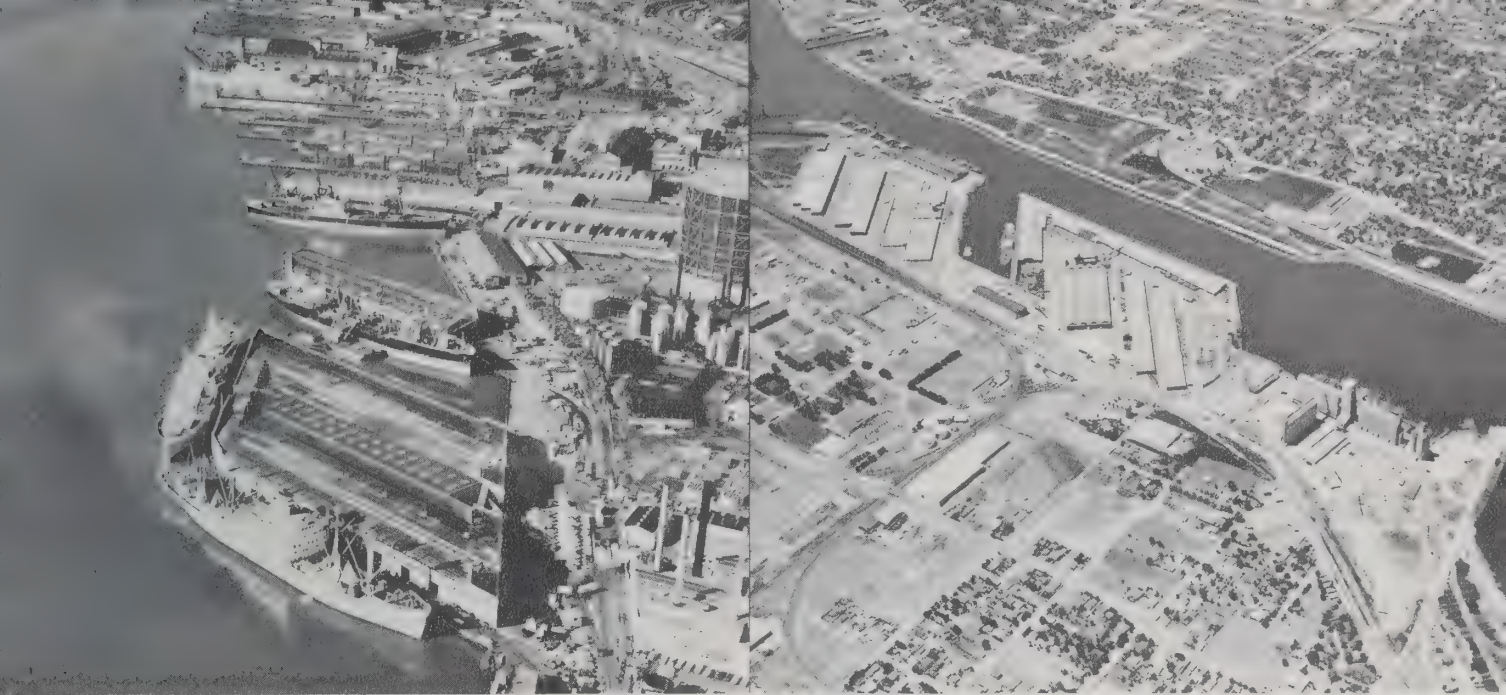
The findings set forth below represent the comprehensive conclusions and recommendations of the Advisory Council as adopted in a general Council meeting on October 20, 1960.

On the central question of regional advantages to be derived from unified management of area transportation facilities, the Council determined that positive benefits can result from unitary operation. In order to achieve maximum benefit from such operation, the Council recommends an organization with the following objectives, area, structure, and activities.

### 1. *Recommendations on Objectives*

- a) to establish unified regional operation of certain publicly-owned transportation facilities serving the Bay Area;
- b) to attack the region's critical transportation problems through realistic programs that will produce better service for the people of the Bay Area;





**Above: Port of Oakland's Grove Street Terminal in foreground with adjacent private terminals.**

**Right: Port of Stockton, a major deepwater seaport some 80 miles upriver from San Francisco Bay.**

c) to develop a comprehensive plan for coordinated management, financing, and expansion of regional transportation facilities and related services;

d) to operate under a governing body that is representative of the communities within its boundaries and responsive to the transportation needs of the Bay Area;

e) to establish mutually helpful planning and operating links with other public agencies whose related services and facilities extend across local boundaries within the Bay Area.

## *2. Recommendations on Geographical Extent*

(a) It is the Council's conclusion that to achieve its ultimate objectives the regional agency should embrace the nine Bay counties, and that at least the following counties should be included initially by terms of the basic legislation: Alameda, Contra Costa, Marin, San Francisco, and San Mateo.

(b) Virtually all of the existing regional transportation facilities under consideration lie within this five-county area. These counties have the closest physical and economic relationship and provide a predominant share of the total regional use of the Bay Area's toll bridges, airports, and seaport facilities.

## *3. Recommendations on Representation and Membership*

(a) Representation of the counties within the regional agency's area should be based generally upon population and assessed valuation. If the five counties named above are included under the initial legislation, the Council recommends that they have a total representation of 16 directors, distributed and appointed as follows.

### **ALAMEDA COUNTY:**

4 Members:

1 by County Board of Supervisors.

1 by representatives of the cities.

1 by the City Council of Oakland.

1 jointly by Supervisors and representatives of the cities.

### **SAN FRANCISCO COUNTY:**

4 Members:

2 by Board of Supervisors.

2 by Mayor of San Francisco.

### **CONTRA COSTA COUNTY:**

3 Members:

1 by County Board of Supervisors.

1 by representatives of the cities.

1 jointly by Supervisors and cities.

### **SAN MATEO COUNTY:**

3 Members:

1 by County Board of Supervisors.

1 by representatives of the cities.

1 jointly by Supervisors and cities.

### **MARIN COUNTY:**

2 Members:

1 by County Board of Supervisors.

1 by representatives of the cities.



(b) Provision for representation of additional areas requesting inclusion in the regional agency should be established by the basic legislation.

(c) Members of the agency's governing board should serve on a nonsalaried basis.

(d) Local elected officials should be eligible to serve concurrently on the agency's governing board.

(e) The State Director of Public Works should be an ex-officio member of the board.

(f) A member of the Golden Gate Bridge and Highway District's Board of Directors representing a county other than Marin or San Francisco should serve as a member of the agency's board, in an ex-officio capacity, until the bridge district's present bonded debt is retired.

(g) An advisory council should be established by the governing board of the regional agency to provide technical and policy assistance. The membership of this advisory council should represent broad public interests and should include persons with extensive experience in the fields of engineering, finance, organized labor, and commerce; and representatives of existing Bay Area transportation facilities and their users.

#### *4. Recommendations on Activities*

(a) All state-owned toll bridges and the Golden Gate Bridge should be placed under the regional agency by terms of the legislation.

(b) The legislation should not call for the inclusion of any specific public airport or public seaport facilities, but should empower the regional agency to negotiate for such facilities subject to ratification of any transfer by the local jurisdiction owning the facility.

(c) It should be the policy of the regional agency to encourage continued private operation of transportation facilities, such as marine terminals, which are now privately owned and operated.

(d) The regional agency should have no separate power to levy taxes for any purpose whatsoever.

(e) Testimony in Commission hearings emphasized the assistance a regional transportation agency could provide as the needs evolve in related fields—possible bay barriers, tidelands development, bay debris and bay pollution abatement, harbor disaster preparedness, and similar programs.

The regional agency should have a legislative foundation broad enough to enable it to plan, advise, and cooperate on public projects and services such as those enumerated above.

(f) The regional agency should maintain close liaison with the San Francisco Bay Area Rapid Transit

District, so that policies and programs of the two organizations can be closely coordinated.

(g) The regional agency should develop organized plans and procedures to obtain government grants and loans in connection with facilities and projects under its supervision.

#### *5. General Recommendations*

The Council views the regional agency as a logical extension of some of the present functions of local government, with legal ability to cross existing lines of municipal and county jurisdiction. In our judgment, the word "authority" does not properly describe the organization recommended above, with its appointive powers and responsibilities rooted in local government. We therefore urge a designation for this regional agency that more accurately reflects its status and functions.

Public discussion and the recent hearings have made the Council fully aware of the critical importance of developing a vigorous new approach to the Bay Area's transportation problems, aggravated as they are by the population explosion, the multiplicity of local jurisdictions, and the rapidly changing technology of transportation.

We have also been made increasingly aware by our studies that any program or agency devised to meet these problems must remain responsive to the people of the Bay Area—sensitive to changing needs and conditions.

Under the recommendations above, therefore, a regional transportation agency would be guided by a governing board appointed by and answerable to local government in the area.

The Council emphasizes, however, that control alone is not enough. Any legislation establishing a regional agency must be broad enough to insure that the organization will be dynamic rather than static in its sphere of operation.

In addition to adequate local control, the agency must be given the initiative and flexibility to attack not only present transportation deficiencies, but also the related problems that are almost sure to emerge as the Bay Area continues its accelerating growth.

The Council is confident these objectives can be realized under the recommendations set forth in this report.

Respectfully submitted,

ROBERT T. NAHAS, Chairman  
*Advisory Council to the  
Commission*

# Commission Hearings

The Golden Gate Authority Commission held extensive public hearings in developing its findings. Five took place in San Francisco, two in Oakland, and others in Vallejo, Richmond, San Rafael, Redwood City, Stockton, Berkeley, and San Jose.

A Commission sub-committee also inspected Sacramento's harbor area and met with port district officials.

The publicly-owned transportation facilities and related agencies covered in these inquiries are as follows:

## *Bay Area Toll Bridges*

SIX STATE-OWNED TOLL BRIDGES operated in the Bay Area by the State Department of Public Works. These spans are the San Francisco-Oakland Bay Bridge, the San Mateo-Hayward Bridge, the Dumbarton Bridge, the Richmond-San Rafael Bridge, the Carquinez Bridge (a double span), and the Benicia-Martinez Bridge, under construction.

THE GOLDEN GATE BRIDGE, operated by the Golden Gate Bridge and Highway District since its construction in 1937.

## *Airports in the Region*

SAN FRANCISCO INTERNATIONAL AIRPORT, owned and operated by the City and County of San Francisco. This airport was opened in 1927 as Mills Field. The airport is operated by the San Francisco Public Utilities Commission, whose five members are appointed by the Mayor and are responsible to the Mayor and the Board of Supervisors.

METROPOLITAN OAKLAND INTERNATIONAL AIRPORT, successor to the original Oakland Airport, opened in 1927. This airport is owned by the City of Oakland and is under the supervision of the Oakland Board of Port Commissioners, which also operates the city-owned Port of Oakland.

SAN JOSE MUNICIPAL AIRPORT, the only other airport in the immediate Bay Area with scheduled commercial service. This airport is owned and operated by the City of San Jose.

**The Commission held hearings throughout the Bay region.**





## *Public Ports and Terminals*

**PORT OF SAN FRANCISCO**, operated since 1863 by the State of California. The port is administered by the San Francisco Port Authority, a State commission of five members appointed by the Governor. The agency adopted its present name in 1957, replacing that of the Board of State Harbor Commissioners for San Francisco Harbor. The commission remains a straight-line State agency, however, and is not an authority in the autonomous sense of the term.

**PORT OF OAKLAND**, owned by the City of Oakland and administered by the Oakland Board of Port Commissioners. The board consists of five commissioners appointed by the City Council on nomination by the Mayor.

**PORT OF REDWOOD CITY**, municipally-owned and operated by the city's Port Department, which is controlled by a five-member Board of Port Commissioners appointed by the City Manager and City Council.

**PORT OF RICHMOND**, owned by the City of Richmond and operated by the Parr-Richmond Terminal Company under exclusive leases with the city.

**PORT OF STOCKTON**, operated by the Stockton Port District under a five-member Board of Port Commissioners appointed by the Stockton City Council and the San Joaquin County Board of Supervisors. The Port District is a municipal corporation established under provisions of the State Harbors and Navigation Code.

**PORT OF SACRAMENTO**, operated by the Sacramento-Yolo Port District. The Port District, established in 1947, is governed by a five-member Board of

Commissioners appointed by the Boards of Supervisors of Sacramento and Yolo Counties and by the City Council of Sacramento.

## *Related Agencies*

**CALIFORNIA TOLL BRIDGE AUTHORITY**, a State authority established by the Legislature to finance and set policy for State toll bridge facilities. The statutory board governing the Authority is comprised of the Governor of the State, as chairman; Lieutenant Governor; Director of Finance; Director of Public Works; and a member representing the general public.

**DIVISION OF SAN FRANCISCO BAY TOLL CROSSINGS**, a division of the State Department of Public Works.

**GOLDEN GATE BRIDGE AND HIGHWAY DISTRICT**, established in 1928 to finance, build, and operate the Golden Gate Bridge. The district includes the counties of San Francisco, Marin, Sonoma, Del Norte, Napa, and Mendocino, with parts of the latter two counties excluded. The District is administered by a 14-member Board of Directors appointed by boards of supervisors. San Francisco County has seven appointments, Marin and Sonoma Counties have two each, and Napa, Mendocino and Del Norte Counties have one each.

**SAN FRANCISCO BAY AREA RAPID TRANSIT DISTRICT**, established by the Legislature in 1957, and comprising the counties of Alameda, Contra Costa, Marin, San Francisco, and San Mateo. The District was created to plan, construct, and operate a regional rail rapid transit system. It is governed by a 16-member board of directors appointed by county boards of supervisors and mayors of cities in the district.





# Technical Studies

In 1960, the Commission contracted with Ernst & Ernst, a national accounting and management services firm, to appraise the technical advantages and disadvantages of applying a coordinated management to the Bay Area's toll bridges, seaports, and airports.

The studies were divided into two phases, and included:

1) A comprehensive financial profile of the facilities; evaluation of the practicability of consolidation in terms of their individual organizations, procedures, financial status, and general operations.

2) Analysis of the economic effects on the Bay Area of operating the facilities under coordinated management, as against their continued operation under diverse agencies.

Findings and recommendations submitted by the consulting firm are summarized in its letter of transmittal, set forth on the following pages. Because of its volume and detail, the full technical report has been printed in a separate volume for submission to the Legislature.

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ERNST & ERNST  
333 MONTGOMERY STREET  
SAN FRANCISCO 4, CALIFORNIA

December 5, 1960

GOLDEN GATE AUTHORITY COMMISSION  
721 Flood Building  
San Francisco, California  
Attention: MR. T. M. CARLSON, *Chairman*

GENTLEMEN:

We are pleased to submit the Summary of our Report of the form and feasibility of an authority which might cope successfully with Bay Area crossing, airport, seaport, and related transportation problems.

The Bay Area is in the midst of a dynamic period of growth in which the population has doubled in the past 20 years and is expected to double again by 1990. Transportation problems which are serious now will become critical within a few years as a result of this population explosion.

Many of these transportation problems are too complex and interrelated for successful solution by the numerous public and private interests concerned. A Southern Crossing is a good example. There is little question as to its need. What type of crossing is required, and where should it be located? Since 1940, 20 studies have been conducted. To date, neither of these questions has been resolved, and the crossing remains non-existent.

Further study of such problems is required. To conduct such studies on the same basis as in the past

would be both costly and unproductive. They are primarily Bay Area problems. They must be approached and resolved on an area basis.

Unification of all Bay crossings, seaports and airports under a Golden Gate Authority has been proposed. Other possible alternatives include the State Toll Bridge Authority, the Bay Area Rapid Transit District, or metropolitan area government.

None of these alternatives appears to be feasible. An ultimate solution may be found through some form of metropolitan area government, perhaps a Joint Council of Bay Area Governments with specific powers and responsibilities. Formidable problems must first be overcome, however, and these are just being brought under consideration by the Governor's Commission on Metropolitan Area Problems and the Association of Bay Area Governments.

The Bay Area Rapid Transit District has been recently established after years of study and research, and is performing the final engineering and economic studies preparatory to submitting a multi-million dollar rapid transit bond issue to the taxpayers. To present an entirely new concept of operation for the Bay Area Rapid Transit District, at this time, would further delay and perhaps jeopardize the development of a system of rapid transit for the Bay Area.

There are many strong arguments for continued State control over toll bridges. However, even if the State Toll Bridge Authority were to be reconstituted with adequate regional representation, it could not provide the sustained, area-wide approach needed to resolve many of the issues. Further, no case can be made

Left: Drawing shows how proposed under-bay tube connecting San Francisco and Oakland would serve trains of the Bay Area Rapid Transit District.



# Technical Studies *continued*

for State control of the seaports and airports. Unless some workable approach is developed by the Bay Area, however, it is probable that the State may be forced to develop and impose solutions.

A properly constituted and representative area-wide agency is needed to insure the proper development of Bay Area crossings, airports and seaports. An authority is feasible and should be created. An authority can be established by an act of the State Legislature, so that it will be self-supporting through tolls, fees and charges.

To merely create another "planning agency" would be a mistake. An authority must be provided with the necessary organization and financing to develop and place into effect programs for the solution of the issues concerned—the ability to act, not merely to plan. An authority must not be regarded either as a temporary expedient or an end unto itself. It must be developed and modified in any manner necessary to achieve the desired results.

Voluntary participation on the part of the local agencies concerned is essential if an authority is to become a reality. Specific approval of the taxpayers may be required. A basis for compromise between local and area-wide interests must be achieved. Assurance must be provided that the authority can assume and properly discharge local responsibilities without discrimination. This assurance can be obtained only if acceptable programs for the solution of regional transportation problems can be developed. An authority, itself, provides a direct means for developing these programs.

The best initial basis on which an authority can be created and accepted would be through the consolidation of all Bay crossings under its management. This would provide a means for achieving further economies in bridge operation, furnish the organization with which to develop the needed programs, and provide a direct means with which to work with local governments on the further study of other common problems.

This consolidation would also provide, as compared with individual financing of each of the facilities, greater bonding capacity, longer term bonds, lower financing costs, and a means for more flexible financial planning.

After the authority has developed acceptable programs and demonstrated a record of satisfactory accomplishment in the management of the Bay crossings, management control should be obtained over the seaports and airports.

"Management" or "control" does not necessarily imply ownership of the facilities. All that is actually

required is the assumption of the specific responsibility for establishing policy and for managing the facilities concerned on a uniform basis. The facilities themselves may be purchased or leased; the required services in operating and maintaining them may be contracted for, provided directly or through some form of landlord-tenant relationship.

A means must also be provided for determining how successful an authority has been in attaining the desired objectives. Provision should be made for an independent performance review to be conducted by, or under the direction of, the Legislative Analyst of the State of California, and directed towards evaluating whether the authority is actually fulfilling the purpose for which it was created.

A written report of the performance appraisal should be provided the Legislature, the Governing Board of the Authority, and the people as a matter of public record. In the event that the performance evaluation should disclose that the authority was unable or unwilling to discharge the basic responsibilities, the State Legislature should be empowered and required to take the necessary corrective action.

It will be necessary to draft new legislation. It should also be clearly understood that although an authority can provide a sound basis for the planning, coordination and management of the Bay crossings, seaports and airports, immediate acquisition and control of these facilities is neither feasible nor practical of attainment.

We believe that the findings, conclusions and recommendations set forth in this report are practical and attainable. There is no ideal means of solving the complex transportation problems of the Bay Area. An authority represents, however, the best alternative available, and our findings have demonstrated both the financial feasibility and the functional desirability of this approach.

If, however, for any reason, an authority should not be established, the Bay Area should look to the State for further and more direct assistance. Under any circumstances, multiple management of Bay crossings must be eliminated. The planning, management and operation of all Bay crossings should be the responsibility of a single agency.

We wish to extend our thanks to the members of the Commission and its staff, and to the personnel of the various facilities and public jurisdictions concerned, for the friendly, cooperative, and helpful attitude displayed during the study.

Very truly yours,

**ERNST AND ERNST**



## Acknowledgments

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